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RUEHC/DEPT OF LABOR WASHINGTON DC

UNCLAS SECTION 01 OF 14 HARARE 000158

SENSITIVE  
SIPDIS  
AF/S FOR BWALCH  
AF/RSA FOR LEARNED DEES  
G/TIP FOR G-LAURA PENA, STEPHANIE KRONENBURG  
DRL FOR MMITTELHAUSER, AND TDANG  
EEB FOR BBROOKS-RUBIN  
STATE PASS TO DOL/ILAB FOR LSTROTKAMP AND SHALEY  
STATE PASS TO USAID FOR LORRIE DOBBINS

E.O. 12958: N/A  
TAGS: [PHUM](#) [KTIP](#) [PGOV](#) [PREL](#) [PREF](#) [ELAB](#) [SMIG](#) [ASEC](#) [KMCA](#) [KWMN](#)  
KCRM, KFRD, ZI  
SUBJECT: Zimbabwe: Tenth Annual Trafficking in Persons Report

REF: STATE 02094; 09 HARARE 650

1. (U) The following is Embassy Harare's response to questions posed to Post in ref B.

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Zimbabwe's TIP Situation  
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-- 25 A. (SBU) There are no reliable statistics on the trafficking problem in Zimbabwe. Most information on trafficking comes from anecdotal reporting supplied by nongovernmental organizations (NGOs), labor unions, other embassies in Harare, and international organizations (IOs) providing assistance to victims and vulnerable populations. The International Organization for Migration (IOM) reported assisting eleven trafficking victims in 2009, seven of whom were referred by other nongovernmental organizations. None were referred by the Zimbabwean police or the Department of Social Welfare. IOM, in partnership with the Government of Zimbabwe (GOZ) and UNICEF, conducted a study on child trafficking in Zimbabwe between November 2007 and February 2008 to gauge the scale of the problem and identify target areas for anti-trafficking programs. (NOTE: Local organizations generously shared the child labor and trafficking reports with us but asked us to not/not release any details of their reports in our TIP report to respect GOZ sensitivities and IOM's delicate relationship with the GOZ. Post will send this information by email to G/TIP and DOL. END NOTE.) The draft report is currently being discussed by stakeholders before being distributed to the general public. Although IOM anticipated releasing the report in 2009, it has not yet been released. IOM also expected to complete a five-country (Zimbabwe, Zambia, Angola, Namibia, and Botswana) regional study on trafficking in July 2008; however the results of the study have not yet been released. In October 2007, the Ministry of Public Service, Labor, and Social Welfare in collaboration with the International Labor Organization (ILO), United Nations Development Program (UNDP), United Nations Educational, Scientific, and Cultural Organization (UNESCO), UNICEF, and IOM launched a multi-year program on the Elimination of the Worst Forms of Child Labor in Zimbabwe. This program will address child labor issues and the implementation of ILO Convention 182, including identifying the worst forms of child labor in Zimbabwe and implementing activities

pertaining to the prevention of child labor, protection of working children, rehabilitation of victims, and income generating measures. The three above-mentioned efforts remain incomplete. Although the projects have all been completed, the reports specific to Zimbabwe need approval by each ministry involved and may need cabinet approval before release.

-- 25 B. (SBU) Zimbabwe is a country of origin, transit, and destination for internationally trafficked men, women, and children. Women and children are trafficked for labor and sexual exploitation from communities near the borders with the four surrounding countries. Women and girls in the Zimbabwean border towns of Beitbridge (South African border) and Chirundu (Zambian border), in particular, are enticed or forced to work as prostitutes in brothels that cater to truck drivers that pass through the towns. Some women and girls are subsequently trafficked across the border for continued exploitation. There have been continued reports of Zimbabweans, especially young men and boys, providing labor for months in South Africa without pay before their employers report them to authorities for deportation. Many Zimbabweans suffering labor exploitation in surrounding countries do not report the offense to authorities out of fear of deportation. Women and men have been lured under false pretenses to Angola, United Arab Emirates, Malaysia, and South Africa with promises of jobs in construction, information technology, and

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hospitality. There have been reports of young women and girls being lured to the People's Republic of China, Egypt, the United Kingdom, and Canada under false pretenses for commercial sexual exploitation. Men, women, and children from Bangladesh, Somalia, Kenya, Sudan, India, Pakistan, the Democratic Republic of Congo, Malawi, Mozambique, and Zambia are trafficked through Zimbabwe en route to South Africa. A small number of South African girls are trafficked to Zimbabwe for forced domestic labor. Trafficking also occurs within the country's borders. NGOs believe internal trafficking continued during the year, largely due to the high cost of attending school and a weak economy. Young men and women and children in rural areas are trafficked to farms for agricultural labor and domestic servitude or to cities and towns for commercial sexual exploitation and domestic servitude. IOM reported receiving more calls in 2009 than in 2008 from potential trafficking victims inquiring about the veracity of job offers in other countries. False job offers included alleged jobs in South Africa, Japan, Malaysia, and in the United States. It was unclear, however, if this increase was a result of more false job offers or greater awareness of IOM's ability to confirm the validity of job offers.

There were two probable trafficking cases during the year that we learned of in detail. In one case (ref A), seven Zimbabwean men were trafficked to Angola for construction jobs; on arrival they were subjected to forced labor conditions and their passports were withheld. The case is now stalled in the Zimbabwe labor courts. Because there is no anti-trafficking law, the men can only seek justice in a labor court by seeking damages from the Harare-based Chinese man who recruited them.

In a second case, which we learned about from the Indian consul in Harare, 27 men -- two Indians from Mumbai and 25 from Pakistan -- were arrested in Harare in July 2009 en route to South Africa. It is unclear if the men were being smuggled or trafficked to South Africa, but the Indian consul believed they would have been exploited had they made it to South Africa. The group had flown to Harare from Mumbai via Ethiopia with a "landing permit" issued by Zimbabwean Immigration that was allegedly facilitated by a suspected Bangladeshi trafficker; none of the men had visas as required. On arrival at the airport in Harare, they were all allowed to pass through immigration without having their passports stamped. Two days later the entire group was arrested for violating immigration laws. The Bangladeshi man was also arrested; he was

released two days later. Although police acknowledged to the Indian consul that the Bangladeshi had the passports of the two Indian citizens, police refused to attempt to recover them. According to the Indian consul, the group of 27 men was held in Harare Central police station for two weeks before they were deported.

-- 25 C. (SBU) Within Zimbabwe's borders, persons are trafficked to farms for agricultural labor, homes for domestic servitude, and - in some cases - for sexual exploitation. Women trafficked out of Zimbabwe for forced labor may be subjected to long working hours and abuse as well. Anecdotally, Post is aware of other cases of men who have been trafficked into forced labor in construction and agriculture. These conditions may include long hours of forced labor for no pay, physical, and sexual abuse. Adolescent boys and girls that are trafficked within Zimbabwe are often lured with the promise of education and are then forced to work. Children who are lured to cross a border rarely possess a valid travel document, indicating that corruption or carelessness by officials at the border facilitates cross-border trafficking.

-- 25 D. (SBU) Women and young girls are the most at-risk group for trafficking. The use of child labor, especially as farm workers or domestic servants, is common in Zimbabwe, often with the complicity of family members. UNICEF reported in January 2009 that school enrollment had declined from approximately 85 percent in 2007 to

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just 20 percent in 2008. Girls were more likely than boys to drop out because they were more readily employable as domestic workers. Although schools began functioning more regularly in early 2009 after serious disruptions in 2008, the conversion to the U.S. dollar in early February 2009 made it difficult for most parents to raise enough money for school fees, uniforms, and school levies to send their children to school. Poverty remained a key risk factor for child trafficking as parents and children sought to bolster the family's income. Numerous reports from the press and NGOs indicated Zimbabwean children continued to enter South Africa illegally where they worked for little or no pay. Most children trafficked domestically reported they were forced to work for little pay for extended hours, seven days a week and were not allowed to attend school. In many cases, the children traded sex with guides or truck drivers to be smuggled across the border. The Progressive Teachers' Union of Zimbabwe (PTUZ) reported in 2009 that at least 35,000 Zimbabwean teachers had left the country in recent years to seek better opportunities and to flee political violence that targeted teachers. Although some returned during the year, most remain in the diaspora. Many find employment as teachers in surrounding countries; however, others were forced into jobs on farms and in factories for little or no pay. There also have been reports of employers withholding their documentation under the pretext of regularizing their status. Zimbabweans often accept this abuse rather than report the offence to authorities and risk deportation.

-- 25 E. (SBU) According to anecdotal reports, cross-border traffickers are typically independent business people who are part of small networks of local criminal groups that facilitate trafficking into South Africa or other surrounding countries. One local organization told us that traffickers will often wait near the Zimbabwe/South Africa border in Messina (across from Beitbridge) and lure potential workers with the promise of farm jobs to nearby farms. Once at the farms, the workers are subjected to poor treatment, a lack of wages, and abuse. Many children who are trafficked within Zimbabwe are approached by individuals who operate within larger groups. Often, this trafficker is known within a child's community. In many cases, a trafficker approaches a potential victim with the offer of a lucrative job in another part of the country or in a neighboring country. Traffickers often transport victims covertly across borders at unrecognized border crossing points or bribe an immigration officer for entry. Many young men and boys are exploited by guides when they attempt to

cross the border illegally into South Africa or another neighboring country to find work. There were numerous reports of guides leading Zimbabweans, including children, through the crocodile-infested Limpopo River into South Africa. Within Zimbabwe's borders, family members often entice children and other relatives to travel from rural to urban areas with the promise of a job or education. On arrival, the family member sometimes forces the victim into forced domestic or other labor. Some children, particularly orphans, have been lured to South Africa based on the promise of an education and adoption.

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SETTING THE SCENE FOR THE  
GOVERNMENT'S ANTI-TIP EFFORTS:

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-- 26 A. (SBU) The government, including senior officials at law enforcement, immigration, and social welfare agencies, acknowledges that trafficking is a problem in the country. In the last year Post has seen a significant increase in the concern about trafficking, largely as a result of being ranked Tier 3 in 2009. Local NGOs working on anti-trafficking initiatives have made inroads with key staffers in Parliament and the Ministry of Home Affairs who have expressed a desire to better understand trafficking and to improve

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Zimbabwe's anti-trafficking laws to comply with regional standards. According to a senior official in the Prime Minister's office, anti-trafficking legislation is in the 2010 work plan for the Ministry of Home Affairs, where the draft bill is under review. The government hopes to present the bill in Cabinet in March or April 2010, which is the first step toward introducing it for consideration in Parliament. While law enforcement officials and others in government readily complain that Zimbabwe is used as a transit point to South Africa, there is less awareness or willingness to acknowledge that Zimbabweans are victims of domestic and cross-border trafficking. Senior government officials frequently speak out publicly about the dangers of trafficking, illegal migration, prostitution, and exploitative labor conditions.

-- 26 B. (SBU) The government established in 2006 an inter-ministerial taskforce on trafficking, which includes representatives from the Ministries of Home Affairs, Justice, Information, Parliamentary Affairs, Foreign Affairs, and Public Service, Labor, and Social Welfare. Under the Ministry of Home Affairs, the Victim Friendly Unit (VFU) of the Zimbabwe Republic Police (ZRP) deals with children's and sexual abuse cases, and has the lead on investigation and tracking of trafficking cases and the referral of victims to support services. The Interpol National Central Bureau (NCB) Zimbabwe office has a "Human Trafficking Desk" staffed by ZRP detectives who coordinate Zimbabwe's involvement in international trafficking investigations. The Department of Immigration (in the Ministry of Home Affairs) monitors borders and ports of entry for possible traffickers and victims. The Department of Social Welfare (in the Ministry of Labor and Social Welfare) also has several programs for vulnerable children. The Ministry of Information collaborates on awareness campaigns funded by NGOs and IOs.

-- 26 C. (SBU) In practice, a severe lack of financial resources and awareness of the intricacies of trafficking limits the government's ability to address the trafficking problem. Police lack the legal mandate (because of the absence of an anti-TIP law) and resources, including manpower and fuel, to properly investigate trafficking cases. While some police acknowledge trafficking

deserves more attention, the sentiment is not widely held. One relatively senior police officer told us that trafficking "wasn't a problem" and that he would have heard about cases if there had been any. He was unaware of several high-profile cases of cross-border trafficking. A backlog of cases continued to overwhelm a judicial system in which pre-trial detainees can wait prolonged periods before receiving a hearing in court. In addition, overall corruption in law enforcement and the judiciary were serious problems, exacerbated by low wages. NGOs and some government officials believed victims refused to prosecute or report cases of trafficking because they feared their traffickers would bribe police or judges. The Department of Social Welfare lacks the necessary funding to properly assist victims; however, it routinely refers victims to NGOs and IOs for such services.

-- 26 D. (SBU) The government does not have the legal mandate or resources to systematically monitor its anti-trafficking efforts and periodically make available, publicly or privately and directly or through regional/international organizations, assessments of its anti-trafficking efforts.

-- 26 E. (SBU) According to Zimbabwean law, birth registry is a right. In practice, many Zimbabwean children do not have a valid citizenship document because of stringent requirements and long distances needed to travel even to local offices where birth registry is recorded if a child is not born in a hospital. Independent groups estimate as many as two million citizens - including children - may have been disenfranchised by a 2002 law revising the citizenship act, including those perceived to have

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opposition leanings, such as the more than 200,000 commercial farm workers from neighboring countries, and approximately 30,000 mostly white dual nationals. Constitutional Amendment 19, which became effective on February 13, 2009, relaxed citizenship requirements and was expected to facilitate birth registration. According to local NGOs, although some efforts have been made to provide birth certificates to orphaned children, these children are particularly vulnerable because they do not have documentation to prove their citizenship. Orphans without birth certificates are particularly vulnerable to traffickers and to exploitation in forced labor, including prostitution.

-- 26 F. For non-trafficking cases (e.g. murder, theft, assault), police are able to track statistics at a local, regional and national level. Each police station is required to submit a report of cases reported to regional offices that pass cases on to the national headquarters in Harare. This process is carried out in hand-written reports until it reaches the national headquarters where it is entered into a database. This enables police to document crime trends geographically and to compare with previous years. The system would benefit from greater computerization and standardization of the reporting process, as some stations vary. Overall, the police are able to track crimes if there is a directive from above to do so.

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INVESTIGATION AND PROSECUTION OF TRAFFICKERS

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-- 27 A. (SBU) Zimbabwean law does not specifically prohibit trafficking. Trafficking-related crimes are currently addressed

under other legislation, primarily the Criminal Law (Codification and Reform) Act, the Immigration Act, and the Labor Relations Amendment Act. These laws criminalize transporting people across the border for sex, corruption of children, and allowing children to reside in or to frequent a brothel, allowing children to consort with or be employed by prostitutes, and forgery of travel documents. In addition, the Criminal Law Act prohibits abduction and the pledging of a female. The constitution and labor law provide that no one may be held in slavery or servitude or be made to perform forced or compulsory labor. Zimbabwean legal experts consider these laws sufficient to cover both internal and external forms of trafficking for sexual exploitation. Additionally, a victim can bring a civil suit against a trafficker under current law. The Criminal Procedure and Evidence Act provides for victim restitution and compensation. The government reported in 2007 that it had drafted comprehensive trafficking legislation; however, the draft has not been made available for review nor introduced in Parliament. In a meeting on February 8 with both co-Ministers of Home Affairs (ref C), the ministers told the Ambassador that trafficking is a priority and that there is a draft bill in the Ministry of Home Affairs. The Prime Minister's office told us on February 4 that passing anti-trafficking legislation is a high priority in the coming year.

-- 27 B. (SBU) In terms of sexual exploitation offenses, the Criminal Law Act provides for the following:

-- Procuring another person for unlawful sexual conduct, or to become a prostitute whether inside or outside Zimbabwe, or to leave his or her usual place of residence to become an inmate or frequent a brothel is punishable by a fine, a maximum imprisonment of two

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years (10 years if the person procured is under 16 years of age), or both.

-- Coercing or inducing another person to engage in unlawful sexual conduct with another person by threat or intimidation is punishable by a fine, a maximum imprisonment of five years, or both.

-- Detaining a person in a brothel or any other premises with the intention that the detained person should engage in unlawful sexual conduct is punishable by a fine, a maximum imprisonment of one year, or both.

-- Allowing a person under 16 years of age to knowingly enter an establishment for the purpose of engaging in unlawful sexual conduct is punishable by a fine, a maximum imprisonment of seven years, or both. If the person is below the age of 12, the act is punishable by a fine, a maximum imprisonment of 10 years, or both.

-- A parent allowing a child under 18 years of age to become a prostitute is punishable by a fine, a maximum imprisonment of 10 years, or both.

-- Living off or facilitating prostitution is punishable by a fine, a maximum imprisonment of two years, or both.

-- Solicitation of another person for prostitution is punishable by a fine, a maximum imprisonment of six months, or both.

-- Sexual intercourse or performing indecent acts with a person under 16 years of age is punishable by a fine, a maximum imprisonment of 10 years, or both.

-- Pledging a female person for a forced marriage or to compensate for the death of a relative, or any debt or obligation, is punishable by a fine, a maximum imprisonment of two years, or both. Any party to the marriage or arrangement may be charged as an accomplice.

-- Forgery of a public document or corruptly using a false document is punishable by a fine, a maximum imprisonment of 20 years, or both.

-- 27 C. (SBU) In terms of labor trafficking offenses, the Labor Relations Amendment Act provides for the following:

-- Failure of an employer to protect employees' right to fair labor standards (including to pay any employee a wage lower than a prescribed minimum, to require an employee to work more than the maximum hours permitted by law, or to require any employee to work under any conditions or situation which are below prescribed standards) is punishable by a fine, a maximum imprisonment of two years, or both.

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-- Forced labor is punishable by a fine, two years imprisonment, or both.

-- Employment of a person under 15 years of age (unless as an apprentice who is over 13 years of age) is punishable by a fine, two years imprisonment, or both.

(SBU) The Labor Relations Amendment Act does not specifically include provisions for criminal punishment of labor recruiters who engage in recruitment of laborers using knowingly fraudulent or deceptive offers; for employers or labor agents who confiscate workers' passports or travel documents, switch contracts without the worker's consent as a means to keep the worker in a state of service, or withhold payment of salaries as means of keeping the worker in a state of service. However, prosecutors may be able to use the fair labor standards provisions in the Labor Relations Amendment Act to pursue cases involving such activities.

(SBU) Zimbabwe does not have specific laws that criminalize the acts of labor recruiters who recruit laborers using knowingly fraudulent or deceptive offers or impose on recruited laborers inappropriately high or illegal fees or commissions that create a debt bondage condition for the laborer. The constitution and labor law, however, provide that no one may be held in slavery or servitude or be made to perform forced or compulsory labor. There have not been reports of convictions for labor trafficking offenses during the reporting period.

-- 27 D. (SBU) Rape and aggravated indecent assault are punishable by life imprisonment. Incarceration is mandatory for convictions for rape or forcible sexual assault, but there is no minimum

penalty. The media frequently reports on rape cases and convictions. Sentences usually vary from four years to fifteen years, depending on the circumstances of the crime.

-- 27 E. (SBU) Police did not have statistics of investigations, prosecutions, convictions, or sentences of trafficking investigations for the last year. Because trafficking is not a crime according to Zimbabwean law, police do not differentiate other relevant crimes (e.g. labor or kidnapping) from those that may involve trafficking. Although the government has demonstrated some interest in trafficking, there has been little demonstrable evidence of progress in documenting or combating trafficking. In fact, when we visited the Interpol NCB officer in charge in January 2010, he believed we had sought an appointment to tell him about trafficking cases in Zimbabwe. In the meeting, after he told us he didn't have information on trafficking cases during the year, he admitted knowing about the case of the seven Zimbabwean men who were trafficked to Angola (ref A). Unfortunately, he was unaware of any police investigation into the case either in Zimbabwe or in Angola.

(SBU) Resource constraints in public health facilities, the ZRP, and the judiciary remain a severe hindrance. In addition, few victims are willing to come forward and pursue prosecution against their traffickers under other laws. Police lack human, financial, and other resources to conduct proper investigations. It is not unusual for a detainee to remain in remand custody for several years before his/her case is heard in court. In addition, only government hospitals can conduct rape examinations admissible as evidence in court. The lack of easily-available public health facilities may have prevented reports of rape and sexual assault.

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-- 27 F. (SBU) The government took steps during the year to educate and train officials to combat trafficking. Government officials attended and led portions of IOM-sponsored seminars on trafficking during the year. IOM held 15 sector-specific training workshops during the year: four for law enforcement, eight for social services professionals, two for educators, and one for local government officials. In 2009, the Zimbabwe Republic Police Training Department requested to partner with IOM in all of its 2010 counter-trafficking training programs for law enforcement. As a positive indication of government's interest in expanding anti-TIP training, IOM recently received a request from the newly-formed Border Control Unit within the Criminal Investigating Department (CID) of the Zimbabwean police, which is now responsible for policing all ports of entry and exit. The unit asked for help from IOM to prepare a course on TIP to include in the orientation training for the unit's staff.

-- 27 G. (SBU) The government does cooperate with other governments in the investigation and prosecution of cases. However, during the reporting period, Interpol reported there were no international investigations or prosecutions brought forth by the Zimbabwean government. Notably, although Interpol and the Zimbabwean police were aware of the case of the Zimbabweans who were trafficked to Angola, no one we spoke with was aware of any progress investigating the case in either Zimbabwe or Angola.

-- 27 H. (SBU) The Zimbabwe Extradition Act permits the extradition of nationals, and the government has extradition treaties with countries in the region. There have not been reports of trafficking-related extraditions or requests of extradition from Zimbabwe to other countries during the reporting period.

-- 27 I. (SBU) There was anecdotal evidence of limited government



involvement in or tolerance of trafficking, on a local level. For example, the Indian consul who told us about the case of 25 Pakistanis and two Indians who were trafficked to Zimbabwe strongly believed that someone within immigration facilitated the production of the "landing permit" and that immigration officials at the airport knowingly granted the group entry illegally. Separately, the press reported on a case in January 2010 in which an immigration official, Alter Upenyu Nhidza, allegedly issued 26 Bangladeshi visas without authority. The 26 Bangladeshis were deported at the Harare International Airport on January 18, 2010 after arriving separately in two groups via Kenya. Immigration officials at the airport discovered the visas were not genuine during routine screening. According to press reports the visa stickers were from the Kanyemba border post (an extremely rural border between Zimbabwe, Zambia, and Mozambique), where Nhidza was posted. Following the incident, there were numerous press reports that the police had launched a "manhunt" to search for Nhidza. It was not established if the Bangladeshis were trafficking victims or if they were being smuggled.

-- 27 J. (SBU) To the best of our knowledge, the police have taken no action against government officials involved in TIP, aside from the reported police search for Nhidza, as described in question 27 [II](#).

-- 27 K. (SBU) There have not been reported cases involving Zimbabwean nationals deployed abroad as part of a peacekeeping or other similar mission who engaged in or facilitated severe forms of trafficking or who exploited trafficking victims.

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-- 27 L. (SBU) The country is not identified as a source or destination for child sex tourism. The country's sexual crimes laws do have extraterritorial coverage. There are no reports of any prosecutions or convictions under the extraterritorial provisions.

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PROTECTION AND ASSISTANCE TO VICTIMS  
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-- 28 A. (SBU) Foreign victims of trafficking can receive relief from deportation while receiving victim support services and while their cases are being investigated. The Chief of Immigration may offer a temporary employment permit at his discretion. However, in the case of the group of 25 Pakistanis and two Indians, as detailed in question 25 B, the victims were not granted relief from deportation or from arrest. In fact, the Indian consul told us that the police did not call him to report that two Indian citizens had been arrested until several days had passed.

-- 28 B. (SBU) Zimbabwe does have victim care facilities which are accessible to trafficking victims, including foreign victims. IOM is the lead organization in addressing human trafficking, and the government has supported its activities. IOM trained a number of social services providers and NGOs to enable them to provide assistance to victims of trafficking in the form of safe shelter, psychosocial support, family tracing, and reunification. IOM also continued to capacitate a number of NGOs and service providers to mainstream human trafficking activities in their already existing programs.

(SBU) The Zimbabwe National Council for the Welfare of Children is

the national umbrella organization that oversees and maintains standards of over 70 institutions for children in Zimbabwe, including 20 in Harare; however, the country does not have specialized facilities dedicated to helping victims of trafficking. IOM, Girl Child Network, Oasis Trust, Musasa Project, and Save the Children Norway have developed specialized services to assist trafficking victims in their shelters/assistance programs. These services include shelter, medical and psychological assistance, reintegration and livelihood activities, and legal counseling. Funding for these services/programs comes from international donors. A number of children's homes and shelters were upgraded in Harare and Chiredzi for them to be able to provide assistance to child victims of trafficking: Musasa Project, Harare Children's Home, St. Joseph's Hostel for Boys, and Chingele Children's Home. In 2009 IOM identified and supported two additional shelters in Bulawayo, one for women and the other one for girls. IOM is providing the shelters with support in the form of training to the shelter staff, buying of beds and blankets, and upgrading the security system. The government primarily depends on NGOs and IOs to provide trafficking victims these services. Although the trained civil society organizations are able to provide support to victims of trafficking, currently IOM is the only organization implementing victim assistance by providing reintegration support to identified victims. Organizations could not provide specific information on the amount spent specifically for victims of trafficking.

-- 28 C. (SBU) The government does not have the resources to provide funding to foreign or domestic NGOs for trafficking victim services. However, the government routinely refers potential victims to NGOs and IOs for assistance. In April 2008, the IOM opened a reception center on government-allocated land for Zimbabweans deported from Botswana to Plumtree, Zimbabwe. This second reception center in Zimbabwe helped identify additional trafficking victims. Between January and December 2009, IOM

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assisted 594 unaccompanied minors at Plumtree and 603 unaccompanied minors at Beitbridge.

-- 28 D. (SBU) The government assists and provides relief to foreign trafficking victims. For example, the government assisted a child who authorities believe was trafficked from Mozambique in 2006. The Department of Immigration requires all deportees received from South Africa and Botswana to attend an IOM briefing on safe migration, which includes a discussion of trafficking. The ZRP, Department of Social Welfare, and Department of Immigration do have a mechanism for referring victims of trafficking to victim support; however, at this time the government primarily depends on NGOs and IOs working with vulnerable populations and victims to identify trafficking victims and alert authorities. As noted above -- as in the case of the 25 Pakistanis and two Indians -- not all trafficking victims are routinely provided relief.

-- 28 E. (SBU) Government-run shelters for children may assist victims through provision of longer-term shelter. Most assistance, however, is provided through NGOs or church-based organizations.

-- 28 F. (SBU) The Ministry of Labor and Social Welfare directly operates programs in three districts to provide orphans and vulnerable children with basic food assistance, support for school fees, counseling for victimized children, HIV/AIDS education, and medical assistance. The government also manages a small number of children's homes for vulnerable and orphaned children. However, all such government services are overwhelmed and under-funded. The government primarily depends on NGOs and IOs to provide shelter services. Several NGOs, including Child Protection Services, Girl Child Network, and Save the Children Norway, also manage children's shelters. IOM, Musasa Project, and Oasis Trust offer shelter services and support to adult trafficking victims. In most cases, the shelter, health care, counseling, and reintegration services are paid for by the NGOs and IOs.

(SBU) The Ministry of Labor and Social Welfare and UNICEF have agreements with 21 NGOs to advance the National Action Plan for Orphans and Vulnerable Children (OVC), designed to ensure that orphans and vulnerable children are able to access education, food, health services, and birth registrations and were protected from abuse and exploitation. During the reporting period, UNICEF reported that the NGOs involved in the program had reached 100,000 OVC with comprehensive support and protection. Additionally, the Department of Social Welfare (under the Ministry of Labor and Social Welfare) works closely with IOM and Save the Children Norway to provide protection for children deported from South Africa received at the IOM Reception Centers in Beitbridge and Plumtree, Zimbabwe. Additionally, the district council of Beitbridge has a dedicated child protection officer and convenes a child protection committee.

(SBU) The government has a referral process for victims that are identified at IOM's transit centers in Beitbridge and Plumtree. At the centers, IOM-trained Department of Social Welfare staff identify victims and refer them to safe houses where short, medium, and long-term assistance can be provided.

-- 28 G. (SBU) During the reporting period, IOM assisted eleven victims. None were referred by either the Victim Friendly Unit of the Zimbabwe Republic Police or the Department of Social Welfare. Due to the government's lack of capacity and resources, all victims were assisted by non-governmental organizations.

-- 28 H. (SBU) The government's law enforcement, immigration, and social services do not have a formal system for proactively

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identifying victims of trafficking among high-risk persons with whom they may come in contact. Interpol and IOM-sponsored training programs have educated a limited number of government officials to better identify potential victims.

-- 28 I. (SBU) The rights of trafficking victims are not always respected. Once identified as a trafficking victim, the government usually refers the victim to an NGO or IO for assistance in an expeditious manner. We are, however, aware of at least one instance, described in question 25B, when victims were detained and deported.

-- 28 J. (SBU) The government encourages victims to assist in the investigation and prosecution of traffickers; however, the lack of resources impedes the ability of the police to pursue many cases. Victims may file a civil suit or seek legal action against traffickers. The Criminal Procedure and Evidence Act provides for victim restitution and compensation. The law does not preclude witnesses or victims in a court case against a former employer from seeking other employment or leaving the country. In practice, in order to file a civil suit, victims must stay in Zimbabwe and face serious administrative hurdles. In the case of the two Indians, as described in question 25B, the men chose to leave Zimbabwe as quickly as possible rather than attempt to seek justice through the overcrowded courts. In the case of the seven men trafficked from Zimbabwe to Angola, they have not seen any progress in their case in months.

-- 28 K. (SBU) The government does not provide its own specialized training on trafficking; however, government officials attended 15 IOM training workshops that focused on trafficking and how to recognize trafficking victims during the reporting period. In order

to streamline coordination and exchange of information on human trafficking and sensitizing on the usage of stolen and fraudulent documents by traffickers in Zimbabwe, IOM in partnership with Interpol NCB Harare conducted a workshop for consular officials at embassies in Harare. The workshop also created a platform to share the latest counter-trafficking developments in Zimbabwe and within the SADC region. The Interpol NCB Zimbabwe office, the Department of Immigration, and the Department of Social Welfare were in contact with South African authorities to coordinate victim assistance and investigations in ongoing cases during the reporting period. IOM also began to implement a project entitled "Prevention And Protection Of Youth And Children From The Risk And Realities Of Human Trafficking In Zimbabwe" in the provinces of Harare, Bulawayo, Midlands, Manicaland, Masvingo, Matebeleland South, and Matebeleland North. The project included training workshops targeting teachers and youths in primary and secondary schools in Manicaland, Midlands, and Bulawayo Provinces. The workshops aimed to strengthen capacities of primary and secondary schools to address child trafficking as well as to offer protection to young victims of trafficking. The training aimed to ensure that teachers and students are actively involved and better equipped to prevent child trafficking, protect child and youth victims of trafficking, and to advocate for prosecution of traffickers.

-- 28 L. (SBU) The government primarily relies on IOM and other NGOs and IOs to provide assistance, such as medical aid, shelter, or financial help to its nationals who are repatriated as victims of trafficking.

-- 28 M. (SBU) IOM, UNICEF, Save the Children Norway, and Save the Children UK work with a network of local NGOs to support trafficking victims. The government has seen IOM as the leading organization in addressing human trafficking and has supported all activities undertaken by IOM including training of law enforcement

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and social service providers, as well as the recently launched national toll-free hotline for counter-trafficking funded by IOM. IOM and the NGO Oasis Trust launched the hotline in December 2008 for trafficking victims and for people to report suspected cases of trafficking. The hotline worked successfully for three weeks but then became non-functional when the telephone line stopped working. As of mid-February 2010 it remains out of service.

(SBU) NGOs that provide assistance to victims include Connect (training for counselors of abuse victims), Corridors of Hope (HIV/AIDS education and counseling), Childline (children's crisis hotline), Streets Ahead (counseling and shelter for children), Girl Child Network (shelter, skills building, and counseling for abused and trafficked girls), Oasis Trust and Musasa Project (shelter and counseling for domestic abuse and trafficking victims), and The Center (counseling for HIV/AIDS patients). These groups reported that they generally received good cooperation from local authorities, but that the level of cooperation often depended on the location. In some areas, officials were difficult to work with because they did not understand trafficking or denied any problem existed. In other areas, officials were very cooperative and eager to receive training and other assistance in building capacity. In cases involving children, the Department of Social Welfare, Ministry of Health and Child Welfare, and local child protection committees were involved in placing the child with family or finding a suitable solution. The government generally ensured that victims received adequate care from service providers.

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PREVENTION

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-- 29 A. (SBU) The government did not conduct anti-trafficking information or education campaigns during the reporting period. All anti-trafficking campaigns were conducted by IOM. The state-run media continues to print and air messages about the dangers of illegal migration and that warn the public about false employment scams, underage and forced marriages, prostitution, and exploitative labor conditions. Notably, government-run media did not air anti-trafficking messages at reduced rates, despite requests by IOM. During the year, an IOM anti-trafficking radio campaign aired in five languages on all four government-controlled radio stations, which broadcast the public service announcement eight times per day during the peak migration periods. The government radio stations are a primary source of information throughout the country, especially in the rural areas. These awareness materials and radio spots include government and IOM contact details for victims to call for assistance or information. This year IOM expanded its outreach by advertising its capacity to investigate overseas job offers. As a result, IOM reported receiving more calls about fake job offers. IOM was unable to provide exact statistics.

-- 29 B. (SBU) The Department of Immigration does not currently have the ability to systematically monitor the growing number of illegal migrants deported from South Africa, Botswana, and Zambia to effectively identify emerging trafficking patterns. Immigration officials do screen for potential victims; however, the government primarily depends on IOM protection officers and in-take procedures to identify victims.

-- 29 C. (SBU) The government has an inter-ministerial taskforce on trafficking made up of senior government officials that was established in April 2006; however, it still lacks a multi-agency

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operational working group that can effectively combat the trafficking problem in practice. The head of the inter-ministerial taskforce is a senior official in the Ministry of Foreign Affairs. The taskforce's goals include: (1) criminalizing human trafficking through enactment of legislation, (2) information dissemination on the dangers of trafficking, (3) creating a center to specifically deal with trafficked persons and assist those seeking advice, (4) intercepting traffickers by monitoring print and electronic media for possible trafficking schemes, and (5) training anti-trafficking experts at all formal entry and exit points of the country. The taskforce has not achieved any of its goals. In terms of specific cases, the Interpol NCB Zimbabwe office is the point of contact for cases requiring international cooperation, and the VFU of the ZRP serves as the lead for cases involving internal trafficking. The government does have a public corruption commission, but it is under-funded, politicized, and has yet to register any notable accomplishments.

-- 29 D. (SBU) The government does not have a national plan of action to address trafficking in persons. IOM continues to organize all NGOs and IOs that work on trafficking to complete a resource and gap assessment exercise before approaching the government to form a stakeholders working group.

(SBU) The government generally has a good working relationship with international organizations and NGOs on trafficking-related issues. Unlike in previous years, there have not been reports of government harassment of NGOs working on the trafficking issue.

-- 29 E. (SBU) During the reporting period, the government did not take any specific steps to reduce the demand for commercial sex acts.

-- 29 F. (SBU) During the reporting period, the government did not take any steps towards reducing the participation in international child sex tourism by its nationals. Post is unaware of any cases of international child sex tourism involving Zimbabweans.

-- 29 G. (SBU) An assessment of Zimbabwe's efforts to ensure that its troops deployed abroad for international peacekeeping missions do not engage in or facilitate trafficking or exploited trafficking victims was unavailable for this reporting period.

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#### PARTNERSHIPS

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-- 30 A. (U) There is increasing interest among some government officials in strengthening partnerships with other governments, civil society, and international organizations to address trafficking. However, the government has not dedicated any resources to this effort.

-- 30 B. (U) The Government of Zimbabwe does not provide assistance to other countries to address TIP.

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#### EVIDENCE OF CHILD SOLDIERS

DURING THE REPORTING PERIOD

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12. (U) There is no evidence of child soldiers in the Zimbabwean military, as described in the definitions in the Child Soldiers Prevention Act of 2008. As per paragraph 22 of reftel, there is no evidence of conscription or forced recruitment of persons under the age of 18 into governmental armed forces; voluntary recruitment of any person under 15 years of age into governmental armed forces; or persons under the age of 18 taking a direct part in hostilities as a member of governmental armed forces.

13. (SBU) There is, however, anecdotal evidence of recruitment (both forced and voluntary) of persons under the age of 18 by armed groups distinct from those of the governmental armed forces, namely ZANU-PF-affiliated groups known as "youth militias." During the 2008 election period, primarily between early May and late June, hundreds of youths, including some believed to be under the age of 18, participated in government-sponsored violence aimed at intimidating Zimbabweans to stop them from supporting the then-opposition Movement for Democratic Change. Although there is no documentary evidence of the ages of the youths, citizens reported they knew some members of the youth militias because they were from the same communities. These people reported that members of the youth militias, almost exclusively boys, were mostly over 18 but included some as young as 16. The youth militias became largely

inactive after the signing of the September 2008 Global Political Agreement that led to the formation of the coalition government in February 2009. Although the youth militias are generally inactive, many Zimbabweans believe they could be re-constituted at any time if so ordered by ZANU-PF. Youths, including those under 18, are generally lured to join the youth militia with the promise of food, money, and safety. Some reportedly joined youth militias to keep themselves and their own families safe from violence. High unemployment and the high cost of education make youth militias attractive primarily as a means to secure an income.

Dhanani